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ABSTRACT

This seminal 1951 report presents the facts about the city of Lethbridge in Canada and the region surrounding it, which are pertinent to the main inquiry, namely, the need for and feasibility of a community college in the locality. The first major section of the report is concerned with the evidence of need for educational opportunity beyond Grade 12 in the Lethbridge area. It considers the role of the city and area as a commercial and industrial center in southern Alberta, trends in population growth, facts concerning enrollments of youth in school, and existing opportunities for higher education already present in the Province. There follows a section that describes the community college movement, potential advantages that a community college would bring to the area, and legal status of junior colleges in Alberta. The community college plan proposed for the city and the area of Lethbridge is described in detail in the third section. Physical, personal, and financial resources which can be drawn upon to maintain and support the program are discussed in the fourth section, and in the final portion, some recommendations are presented for implementing the projected community college plan with particular reference to the potential roles of the Provincial Department of Education, the University of Alberta, and local authorities in accomplishing the development. (VWC)

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ED 437 095

A Community College Plan

For Lethbridge, Alberta

∴ BY ∴

Dr. S. V. MARTORANA

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A Community College Plan -

For Lethbridge, Alberta

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Dr. S. V. MARTORANA

A Survey Report to the Board of Education
of
Lethbridge School District No. 51

Published by
The Student Body of the
Lethbridge Collegiate Institute

1951

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Preface

For several years the Lethbridge School Board has been contemplating the establishment of a community or junior college as part of its public school system. Some preliminary work was done on the matter during the spring of 1951. It was then decided to have an outstanding authority in the junior college field make a survey of the Lethbridge situation.

In June Dr. S. V. Martorana, Assistant Professor of Education at the State College of Washington, located at Pullman, spent a week in Lethbridge. Dr. Martorana has been active in junior college work for some time. After graduating from the University of Chicago, he held the positions of Assistant Director of Research for the American Association of Junior Colleges and Acting Specialist for Junior Colleges in the United States Office of Education. Two years ago he assumed the dual positions of Assistant Professor of Education and Consultant for Junior Colleges at Washington State College.

As a result of his survey, Dr. Martorana submitted a very comprehensive report to the Lethbridge School Board. As the educational opportunities of the boys and girls of the Lethbridge area are closely associated with the implementation of the recommendations made by Dr. Martorana, this report is being published under the auspices of the Students' Council of the Lethbridge Collegiate Institute.

L. H. BUSSARD, M.A., M.Educ.
Superintendent of Schools.

Introduction

Projection of a plan for the extension of educational opportunity in a locality must rest above all things on demonstrable and valid reasons which justify such an extension of the school program. This survey was concerned therefore, primarily with the determination of the desirability and the feasibility of the establishment of a junior college or community college in Lethbridge. The terms junior college or community college will be used interchangeably with particular definition made where it is needed. The more accepted term, community college, will be used most because it holds the broad concept of service presented in this report.

This report presents the facts about the city of Lethbridge and the region surrounding it which are pertinent to the main inquiry, namely, the need for and feasibility of a community college in the locality. The data gathered are the usual social and economic items of information used to indicate whether or not upward extension of educational opportunity in an area should and can be accomplished. The criteria applied to the facts drawn from the Lethbridge situation are those which have been found to be useful and reliable in similar surveys made in cities and states in the United States. No comment is made in the report referring to the unstable international situation which may affect all of the proposals made. This is because so much of the influence of the international situation is in the realm of the unknown and could not be used objectively as could be the other data reported in arriving at concrete and defensible recommendations.

The first major section of the report is concerned with the evidences of need for educational opportunity beyond Grade 12 in the Lethbridge area. It considers the role of the city and area as a commercial and industrial centre in southern Alberta, the trend in population growth, the facts concerning enrolments of youth in school, and existing opportunities for higher education already present in the Province. There follows a section which describes the community-college movement, the potential advantages which a community college would bring to the area, and the legal status of junior colleges in Alberta.

The community-college plan which is proposed for the city and area of Lethbridge is described in detail in the third section. Physical, personal, and financial resources which can be drawn upon to maintain and support the program are discussed in the fourth section, and in the final portion some recommendations are presented for the implementation of the projected community-college plan with particular reference to the potential roles of the Provincial Department of Education, the University of Alberta, and local authorities in accomplishing the development.

I

The Need in Lethbridge and the Surrounding District

The city and area as a commercial centre. An important growth and development of the southern portion of the Province of Alberta is very evident. Not only is there occurring in this region a remarkable increase in population, but there is also developing a rapid growth in the number of enterprises and an increase in the variety and range of diversification of the enterprise being established.

Strategically located practically in the centre of the rapidly developing region in southern Alberta, the city of Lethbridge has already been identified as the distribution and service centre of the area. According to the economic survey of the Industrial Development Board of the Province of Alberta, the Lethbridge trading area is bounded on the south by the United States border; on the west, north, and east by an arc starting at Trail, B.C., passing through Nelson, Kootenay Bay, Nanton, Vulcan, Lomond, Bow Island, and connecting with the Saskatchewan boundary just east of Jaydot. The total population in this trading area according to the latest census was reported to be 148,453, and, at the time of publication of the report, early in 1950, was estimated to be 163,298†.

† Industrial Development Board of the Government of the Province of Alberta, *Economic Survey of the City of Lethbridge*, p. 53. Edmonton, Alberta: Department of Economic Affairs, June, 1950.

The nature of the growth in extent and diversity of economic ventures in the city of Lethbridge is illustrative of the expanding development of the entire region surrounding the city. With the accelerating completion of irrigation projects in the area, the economic bases in the Lethbridge area have steadily spread out from those of coal mining, extensive wheat farming and cattle and sheep ranching, the original enterprises in the area, to newer developments. Irrigation agriculture has led to more diversified farming. As a result, manufacturing and food processing industries are becoming increasingly important to the economy of the Lethbridge area. The survey of the Industrial Development Board found 1031 different commercial and industrial establishments operating in the city of Lethbridge and representing 213 different types or classifications from advertising agencies to window cleaners. The range of diversification of these enterprises is illustrated by the following tabulation.

TABLE 1

SUMMARY OF BUSINESS AND INDUSTRIAL ENTERPRISES IN LETHBRIDGE*

Total number of establishments	1031
Producer or manufacturer	56
Wholesale	95
Retail	647
Others	233
Total number of types or classifications of business or industry represented	213

* Adapted from data in *Economic Survey of the City of Lethbridge*, pp. 44-47.

Analysis of data given in a statistical review of Lethbridge as compiled recently by the Lethbridge Chamber of Commerce shows that the commercial and industrial development of the city is on a steady rise. Retail sales in the city in 1949 totalled over 44 millions dollars, an increase of approximately six million over 1948 and about fourteen million over 1947. The value of commercial construction was over 1.5 times greater in 1950 than in 1947, and the value of bank clearings for the same period showed an increase of nearly two times. All of these facts indicate the upward trend and expanding scope of development of the area†.

† Lethbridge Chamber of Commerce, "Statistical Review of Lethbridge, Alberta," p. 1. Unpublished mineographed report.

Recent growth in population and future prospects. Fortunately for the purposes of this survey, reference could be made to a complete and exhaustive analysis of population growth Lethbridge recently compiled by Gerald A. P. Carrothers at the University of Manitoba. He attributes the significant growth of population which has taken place in the city since World War II to the general economic prosperity of the times, increased purchasing power in the trading area of the city, and the establishment of numerous new industries in the area§.

§ Gerald A. P. Carrothers, *Survey for Planning*, 1951, p. 64. Winnipeg, Manitoba: The University of Manitoba, May, 1951.

Statistics showing the comparative growth of population in Lethbridge and in Alberta area shown in Table 2.

It is unfortunate that at the time this survey was made the Federal Census of 1951 was under way but the evidence from it was not yet available for use. It would be very meaningful to note, for example, if the decreasing percentages of increase of population in the Province of Alberta which began in 1931 persisted to the present year, and, on the other hand, if the acceleration of percentages of increase beginning in 1936 for the city of Lethbridge is continuing to the present.

TABLE 2

TOTAL POPULATION IN LETHBRIDGE AND ALBERTA, 1921-1925*

Year	Alberta Population	Alberta Per cent Increase	Lethbridge Population	Lethbridge Per cent Increase	Prov. Pop.
1921	588,454	19	11,097	18	1.9
1926	607,409	3	10,735	-3	1.8
1931	731,605	20	13.489	26	1.8
1936	772,782	6	13,523	0	1.8
1941	796,169	3	14,612	8	1.8
1946	803,330	1	16,522	13	2.0
1950			21,000**	27	

* Adapted from Gerald A. P. Carrothers, *Survey for Planning*, 1951, p. 66.
** Editor's Note: Dominion Census 1951 - 22,891.

Unfortunately, Carrothers in his study did not go into the question of the population growth in the area surrounding the city. Such information is needed in the projection of possible population to be served by a community college in Lethbridge because it is reasonable to expect that students would attend from localities outside of the city at least up to the reasonable limits of cummuting distance. This area of potential service is ordinarily considered to be one of a radius of approximately 35 miles.

POPULATION GROWTH OF 10 CENTRES WITHIN 35 MILES OF LETHBRIDGE COMPARED TO THAT OF LETHBRIDGE*

City	1921	1931	1941	1946	Per cent inc. 1946 over 1941
Taber	1,705	1,279	1,331	1,760	32.2
Granum	279	329	238	238	0.0
Macleod	1,723	1,447	1,912	1,649**	-13.8
Magrath	1,069	1,224	1,207	1,295	7.3
Raymond	1,394	1,849	2,089	2,116	1.3
Stirling			437	446	2.1
Coaldale			290	413	42.4
Barons			233	277	18.9
Nobleford			111	126	13.5
Picture Butte			***	689	
All towns	6,170	6,128	7,848	8,009†	14.8§
Lethbridge	11,097	13,489	14,612	16,522	13.1
Total	17,267	19,617	22,460	25,531‡	13.7§†

* Source for first 5 centres: *Alberta, Facts and Figures*, Bureau of Labor Statistics, Dept. of Industries and Labour, Government of Province of Alberta, Edmonton, Alberta; for last 5 centres: *Population*, June 12, 1947, Bulletin published by Dominion Bureau of Statistics, Edmonton, Alberta.
** According to a local census, poulation in Macleod in 1949 was 2,000.
*** Incorporated February 4, 1943.
† Total excluding Picture Butte is 8,320.
§ Percentage of Increase excluding Picture Butte is 6.0
‡ Total excluding Picture Butte is 24,842.
§† Percentage of Increase excluding Picture Butte is 10.6

To get some indication of the nature of the trend of population change in the area within commuting distance of Lethbridge, population statistics were gathered on ten other urban areas which are located within an area of 35 miles radius of the city. These statistics are shown in Table 3.

With the exceptions of Granum and Macleod, all of the 10 localities shown in Table 3 were larger in 1946 than they were in 1921. Excepting the same two localities, all of the centres were larger in 1946 than in 1941, the percentages of increase ranging from 1.3 to 42.4 per cent. Granum remained static during this time and Macleod decreased in size. A local census taken in Macleod in 1940 reported the population of that city to be 2,000 persons, a fact which would indicate that that town, too, is on an upswing in population.

The ten localities as a whole increased in size about 15 per cent, or, if Picture Butte is excluded, by about 6 per cent, between 1941 and 1946. During this same time the city of Lethbridge grew by about 13 per cent.

Of significance from the data in Table 3 is the point that in the ten localities surrounding Lethbridge there was located in 1946 a population which was 54.5 per cent the size of the city of Lethbridge itself. Assuming that the population in the ten centres around the city of Lethbridge has continued to grow only half as fast as that in the city, that is, that the proportion of population is still about the same as was true in 1946, there would then be, according to the Chamber of Commerce report of 24,000 people in Lethbridge in 1950, a population numbering approximately 13,000 persons in these ten localities. The assumption on which this projection is based is a conservative one in view of the recent land developments which have occurred in the area.

It must be remembered, too, that the data in Table 3 show only 10 centres within a radius of 35 miles of Lethbridge. The others on which no data were available are not included. Too, the residents in the smaller centres and those in the rural areas in the region have not been included in the foregoing projection of population.

It is reasonable, therefore, to conclude that the population which would be served by a community college located in Lethbridge would total at least approximately 40,000 persons, 24,000 within the city itself and an additional 16,000 in an area within reasonable commuting distance. It should be particularly noted that this population in southern Alberta represents approximately 5 per cent of the total population of the Province, that is to say, 1 out of every 20 persons in Alberta lives within an area of 35 miles distance from Lethbridge.

The last mentioned figure of approximately 40,000 will be used in further consideration of population to be served by a community college in Lethbridge. Again it is regretted that the data from the 1951 Federal census are not now available. The figure of 40,000,

however, is believed to be conservative and well below the degree of optimistic expectations of people in southern Alberta toward the forthcoming results of the 1951 census reports.

For an insight into the possible future population growth in the city of Lethbridge, reference is again made to Carrothers' scholarly survey for planning. In it he points out that future population in the city will depend, of course, on the rate of natural increase and migration. He then goes on to project the estimated changes in total population that might be expected from natural increase and from high, medium, low, and no migration into the city. With low migration the population in Lethbridge in 1970 is estimated to be 47,000, while with high migration the predicted population for 1970 is 69,300. On the basis of medium immigration the predicted population for 1970 is 57,700. With no immigration of any sort, population growth due to natural increase would result in a figure of 29,600 by 1970†.

† Carrothers, op. cit., p. 81.

It is clear, therefore, that even under the most pessimistic assumptions, the population to be served by a community college in Lethbridge can be expected to increase during the next twenty years. Remembering that the institution would also serve the surrounding region and assuming that the ratio used previously of a population in the area within a radius of 35 miles would persist, namely, about 55 per cent of the population in the city, one can compute the population which the community college can be expected to serve in future years. A population of about 16,280 people can be expected in the area around Lethbridge, for example, when Lethbridge will have reached 29,000 in 1970. The comparable expectation would be 31,735 persons when the city will have reached 57,700. Or, taking the most optimistic projection made by Carrothers, that there would then be 69,300 people in Lethbridge in 1970, one finds that there would then be approximately 38,000 in the surrounding region.

The community college then could be expected to be serving approximately 40,000 people as soon as it could be begun and from about 46,000 to over 100,000 persons in Lethbridge and vicinity in twenty years time.

Without a community college in the Lethbridge region, or with post-high school educational development in the area left as it now exists, the considerable population which is to be served in the area would have practically no post-high school educational opportunity which would be readily accessible to all who could profit by such opportunity. It must be remembered, too, that the new population in the region will include a sizable proportion of families of wage earners who from an economic standpoint would profit greatly by the presence of a local community-college educational opportunity for their children.

Facts concerning school enrolments. Another clue to the prospects of a post-high school educational venture in the region may be

provided by consideration of the school enrolments, particularly those in the secondary grades, and number of twelfth grade graduates from the schools must obviously be the main source of a student body in a community college. Evidence of this sort is presented in Tabels 4 and 5.

TABLE 4

NUMBER OF STUDENTS ENROLLED IN SCHOOL IN THE CITY OF LETHBRIDGE, 1946-1951*

Grade	1946	1947	1948	1949	1950	1951
All Elementary	1615	1600	1691	1835	2022	2255
7	254	270	268	272	268	319
8	276	240	243	269	265	262
9	224	245	202	234	265	245
All Jr. H. S.	754	755	713	775	798	826
10	187	195	188	171	199	223
11	206	145	166	162	155	178
12	154	164	157	165	161	145
All Sr. H. S.	547	504	511	498	515	546
Total	2916	2859	2915	3108	3335	3627

* Includes students enrolled in both the public school and separate school system in Lethbridge.

Two significant points emerge from the evidence shown in Table 4. The first is the amazing rapidity with which the enrolment in the elementary grades in the city is increasing. In 1951 nearly half again as many students were enrolled in Grades 1-6 as were enrolled in 1947. This increase reflects the high birth rate which has prevailed during and since World War II and the high extent of immigration of population into the city.

The forepart of the wave of increasing enrolments in the elementary schools was at about Grades 5 in 1951 and will soon be moving on into the junior high school. The effect of the general population influx on the enrolments at the junior high school level is already becoming evident. These factors combined are creating a problem of housing for the junior high school grades which must be an immediate concern of school authorities in Lethbridge.

Secondly from the data in Table 4, it is apparent that, according to criteria used in surveys similar to this one which have been conducted in the United States, the school enrolment in the system is sufficiently large to support an extension of the program into the junior college years. That is, the enrolment is large enough to assure reasonable enrolments in the extended program.

For example, Leonard V. Koos in projecting a community-college plan for Illinois used as the required number of students enrolled in Grades 9-12 a figure of 500 students . In the survey aimed at a similar development made recently in Pennsylvania this criterion was set

at 800 students because the pattern of continuation of Grade 12 graduates on to college was considerably lower in Pennsylvania than in Illinois‡. Other students have used figures which range between these two cited.

† Leonard V. Koos and Norman Burns, "The Junior College in Illinois, p. 16. Unpublished report to the Commission to Survey Higher Educational Facilities in Illinois, Report No. 8, Springfield, Illinois, November, 1944.

‡ Leonard V. Koos and S. V. Martorana, "A Community-College Plan for Pennsylvania," p. 34. Unpublished report prepared for the Post-High School Study, Tentative Report E, Harrisburg, Pennsylvania, September, 1948.

It can be seen from Table 4 that the enrolment in Grades 9-12 in Lethbridge since World War II has run consistently over 700 and in more recent years has approached the 800 figure which represents the highest used in the surveys which have been completed in the United States. When it is recalled that students now attending school systems near Lethbridge will also attend a junior college in the city the conclusion stated becomes even stronger. A comparison of enrolments of students in Lethbridge and in the surrounding region is made in Table 5.

TABLE 5

NUMBER OF STUDENTS ENROLLED IN GRADES 9-12 AND IN GRADE 12 ONLY IN LETHBRIDGE AND IN THE REGION SURROUNDING THE CITY

Area	Grades 9-12		Grade 12 only	
	Nov., 1950	June, 1951	Nov. 1950	June, 1951
Lethbridge	860	791	166	145
Surrounding Region	1,447*	638**	265*	107**
Total	2,307	1,429	431	252

* Figures for the surrounding area for November, 1950, cover all high schools within an area of 35 miles distance from Lethbridge and are taken from L. H. Bussard, "Junior College Brief," p. 17. Unpublished report to Lethbridge School District No. 51. The figures include both public and separate schools.

** Figures for the surrounding area for June, 1951, cover only the high schools in the Lethbridge School Division and were procured directly from Mr. Owen Williams, Division Superintendent of Schools. It was not possible to obtain data on the other schools in the area at the time this survey was made.

From the data presented in Table 5, it is apparent that a community college in Lethbridge could be expected to serve as many as approximately 2,300 high school students in the city and area. As many as 1,400 would be served in the city and the Lethbridge School Division alone. In the area within 35 miles of Lethbridge there would be over 400 Grade 12 students, about 250 in the city and Lethbridge School Division alone, who could be served by a community college in the city.

However, the prospect for a sizeable enrolment of students in a thirteenth-year program in Lethbridge is also dependent to some extent on still another factor, namely, the pattern of continuation in school

through completion of Grade 12 and beyond which is followed by students in the secondary schools. More will be said later in this report about the types of services which a community college could provide to youth who do not graduate from high school under the present program. These youth should not be neglected. While programs to meet their needs are being strengthened and expanded and while the thirteenth-year program is in initial stages of development, however, it is the body of students who complete Grade 12 who will be the main potential student body in the extended program. Evidence concerning the number of twelfth-grade students who complete the grade in the Lethbridge schools and the number who further carry on their education is presented in Table 6.

It must be said, after scrutinizing the information summarized in Table 6, that the pattern of continuation of students through and beyond Grade 12 in Lethbridge schools is not a strong one. Over a span of six years from 1946 to 1951, there was an average of about 158 students in Grade 12. Of these students, an average of about 61 per cent completed the grade, and an average of about 35 per cent carried on to further education. Only slightly better than a half, an average of 54.4 per cent over the years, of those who on the basis of their academic records were eligible to go on to the University of Alberta went on to a higher institution *anywhere*.

TABLE 6

AVERAGE NUMBER OF TWELFTH GRADE GRADUATES FROM LETHBRIDGE SCHOOLS AND AVERAGE NUMBER AND PERCENTAGE CONTINUING IN SCHOOL, 1946-1951

Classification	Average 1946-51
Number in Grade 12	157.7
Number completing Grade 12*	96.5
Percentage completing Grade 12	61.2
Number eligible to enter University**	63.5
Percentage of graduates eligible to enter University	65.8
Total Number entering higher institutions†	34.3
Percentage of all graduates entering higher institutions†	35.3
Percentage of graduates eligible to enter University entering higher institutions†	54.4

* Total number accumulating 100 credits.

** Total required sequence of courses and passed Provincial Departmental examinations at required level.

† Includes colleges, universities, and schools of nursing regardless of location.

Before commenting on the desirability for improvement of the pattern of holding power of the secondary grades in Lethbridge and presenting some suggestions in this regard, it should be first emphasized that even this weak pattern of continuation apparently assures that a

sizable enough group of students can be expected to enrol in a thirteenth-grade program in Lethbridge to justify establishment and maintenance of a program. This becomes apparent when the pattern of continuation as shown by the data in Table 6 is applied to the gross numbers of students enrolled in Grade 12 in the area which will be served by a community college in Lethbridge as shown in Table 5. When this is done it is seen that about 61 per cent of the approximately 430 twelfth-grade students in the area (252 in the city and Lethbridge School Division) can be expected to complete Grade 12. Thus about 262 (approximately 154 in the city and division) will be ready for further education. According to the pattern shown in Lethbridge approximately two-thirds of those students who complete Grade 12 do so with a record which makes them eligible to attend the University of Alberta. This would indicate that about 175 students would be so qualified in the Lethbridge area (about 100 in the city and school division). From 100 to 175 students then can be considered the figure of student enrolment which can be expected to attend a community college including a thirteenth-year program in Lethbridge.

Anticipating the claim that many of the students who complete the Grade 12 program in the area will go on elsewhere, for example, to the University of Alberta and to institutions in other provinces or in the United States, it can be retorted that this fact is almost certain to be counterbalanced by the presence of opportunity in the city. This relatively greater accessibility of the local opportunity for further education will be attractive and will lead to continued attendance in school on the part of many of those students who now complete Grade 12 but do not go beyond that point in school.

From the information summarized in Table 6, it was observed that only about one-third of the students who complete the twelfth-grade program carry on to higher education. Only a little more than a half of those who are eligible to attend the University go on to higher education anywhere. With opportunity to continue in school more readily accessible to them, it can be expected that a sizable proportion of those students who do not now go on will take advantage of the ready opportunity to do so. Koos reports that the presence of a free local public junior college increases the proportion of youth in a locality who carry on their schooling beyond Grade 12 by approximately 28 per cent.‡

‡ Leonard V. Koos, "How to Democratize the Junior-College Level," *The School Review*, LII (May, 1944), 271-84.

In fact, then, several considerations point to the prospects in the years ahead of even more students than the 100-175 figure which has been projected. These considerations are (1) the enhanced holding power of students beyond Grade 12 found in school systems which have local higher educational opportunity, (2) the possibility of curriculum changes and expansions in terminal-occupational and general-cultural

education which also tend to attract students to continued school attendance, and (3) the on-coming surge of larger classes which is now at the elementary-school and junior high school level in the city and area.

In the interest of conservatism, however, a figure of from 100 to 150 students in the thirteenth year will be used in the projection of a community-college plan for Lethbridge.

Attention is now called to some suggestions for the improvement of the holding power of the secondary grades of the Lethbridge school system. The sizable rate of drop-out of students which is now prevalent in the secondary grades represents a loss to the general society. There is little argument against the proposition that the material and cultural productivity of a society is directly related to the level of education achieved by the individuals in that society. For this reason, the fact that there is a sizable proportion of students who drop out of school somewhere between Grade 9 and Grade 12 should be a matter of concern.

According to figures obtained from public school authorities in Lethbridge, the rate of student drop-out in the secondary grades is approximately two-thirds. In other words only one out of every three students in the ninth grade continues in school until the twelfth grade is reached.

Such a student mortality rate suggests the need for expansion in the curriculum at the secondary level so that more advantage is made of the interests and aptitudes of all the youth who attend at this level. In this regard, a special mention should be made of the progress which has been made already in the Lethbridge Collegiate Institute (the local educational unit offering the usual senior high school program in Grades 10-12) in the provision of curriculums in home making, commerce, shop, and industrial arts. These programs should be continued and strengthened. With the rapidly accelerating interest and activity in irrigation agriculture a curriculum in vocational agriculture may well be justified. It would appear also that a program in retail salesmanship or in distributive education would be fitting in the Lethbridge locality, the largest distribution centre in southern Alberta.

Through the strengthening and addition of such non-university-transfer curriculums, therefore, there can be developed a program of offerings which has both the appeal of personal interest and that of occupational outlet to the non-university-preparatory student. As a result, a higher proportion of the students would persist in attendance in the secondary grades; the holding power of the secondary schools would be improved, and the local and general society would profit by it.

Similar non-university-transfer curriculums offered at the thirteenth grade level will attract more students, youth and adults, to the institution and enable it to serve most effectively all of the educational needs of the locality. The improvement of educational service to the

community now begun at the earlier years in the Collegiate Institute might well be advanced to include the full scope of a community-college program and a thirteenth year. In fact, there are good educational and psychological reasons why the programs at the thirteenth-year level should build on and articulate with those at the lower levels. These reasons will be elaborated upon later in this report.

Existing post-high school educational opportunity in Alberta. The final argument relative to the need for a community college in Lethbridge relates to the exent of post-high school educational opportunity now available to the people of southern Alberta. At the start of this particular discussion emphasis should be placed on the fact that in actual operation educational institutions represent opportunity for advanced study and training only insofar as they are readily accessible and have no restrictive regulations which would tend to discourage or make it unduly difficult for students to attend.

Primary barriers to students who might attend school beyond Grade 12 have been found to be (1) factors of finance and distance from the student's place of residence to the educational institution, (2) the lack of a curriculum program of offerings which meets the needs or appeals to the interest of the student, and (3) selective practices and admissions barriers maintained by the institution.

In a study reported by Koos, a tuition charge of only about a hundred dollars per year was found to be a serious obstacle to attendance even at a local public junior college. In the free-tuition junior colleges the enrolment was found to average a third of the local high school enrolment, whereas a tuition charge of about a hundred dollars per year resulted in an average junior-college enrolment that was about one-seventh of the local high school enrolment§. In further reporting his study, Koos states that a travel distance of as much as 15 miles militates against junior-college attendance though reasonable drawing power of an institution can be expected up to limits of commuting distance, usually 30 to 35 miles†. The restrictive action of narrow curriculums and the need for and arguments in favor of a broadening of the types of curriculums are well presented in the report of a comprehensive analysis of higher education made recently in the United States. This same study investigated the effects of certain selective practices and admissions barriers in higher institutions and both are strongly disparaged in the report‡.

§ Ibid., p. 279.
† Leonard V. Koos, "Local vs. Regional Junior Colleges," The School Review, LII (November, 1944), 525-531.
‡ *Establishing the Goals*, pp. 27-36. *Higher Education for American Democracy*, Vol. I, A Report of the President's Commission on Higher Education. Washington: Government Printing Office, 1947.

The institutions which now carry out the function of post-high school education in Alberta together with their bases of control and the distances which their locations are from Lethbridge are shown in Table 7.

Simply stated, the main conclusion from the data shown in Table 7 is that there is no readily accessible post-high school educational opportunity now present in southern Alberta. The nearest higher institutions are located in Calgary about 140 miles away, a distance much too great to allow effective service to the Lethbridge area. Is there anywhere in the Canadian West a comparable population group so completely isolated from post-high school opportunity? An inspection of the map of Canada suggests that there is not.

An idea of the cost of attending an existing higher institution in Alberta is obtained from the facts that the general fees charged full-time regular students enrolled on the Edmonton campus of the University of Alberta are $41.50 per session. Those on the Calgary campus pay $31.50 per session in general fees. In addition to the payment of general fees, all students are charged instruction fees which range in the different faculties from $115 to $300 per session with the average being approximately $120 per session. Two curriculums in the School of Nursing are given free of charge to the students. The usual cost of attendance at the University of Alberta for one session of one year is from approximately $150 to $160 in addition to room and board§. The expense incurred by the students attending the other institutions in the Province is comparable to that found at the University.

§ *The University of Alberta Calendar, Forty-Third Session*, 1950-51. pp. 77-79. Edmonton: The University of Alberta, 1950.

TABLE 7

POST-HIGH SCHOOL EDUCATIONAL INSTITUTIONS IN ALBERTA, THEIR BASES OF CONTROL, AND THE HIGHWAY DISTANCES TO EACH INSTITUTION FROM LETHBRIDGE

Institution and Location	Control	Miles Dist.
Universiay of Alberta, Edmonton	Public	340
University of Alberta, Calgary Branch, Calgary*	Public	140
Prov. Institute of Technology and Art, Calgary	Public	140
Provincial Schools of Agriculture	Public	
1. Olds		175
2. Vermilion		430
3. Fairview**		650
Mount Royal College, Calgary***		140

* Offers a two-year teacher-education program only.
** To begin operation, 1951-52.
*** A one-year junior college.

As an aside to the main purpose of this report, one might observe that opportunity for post-high school education is limited throughout the entire province of Alberta. Even if the restrictively narrow curriculum offerings of several of the institutions shown in Table 7 are disregarded and all are considered to provide opportunity equally to the area in which it is located, there is still the fact that there are in

Alberta only six institutions now serving the provincial population of over 800,000 people; a seventh is to start operating soon. In contrast to this, attention is called to the fact that Maine, North Dakota, and Montana, which in 1940 had populations, respectively, of 847,226, 641,935 and 559,456 had according to the *Educational Directory, Part III, Higher Education*, 1947-48, respectively, fourteen, twelve, and eleven post-high school educational institutions within their boundaries.

Exceptions to the generalization that post-high school educational opportunity is limited throughout the Province are found in the Edmonton and Calgary areas. When it is recalled, however, that the usual University program is one which is oriented chiefly to preparation for the professions, it becomes evident that even the opportunity in the Edmonton area is restrictive to those who have other than academic or professional interests. The programs of the three institutions now operating in Calgary appear to be such as to complement one another. In view of the fact that these programs are presented by three quite independent institutions, it is doubtful that opportunity in that area is as advantageous as it could be.

Evidences of need summarized. The upshot of the evidence and arguments presented in this section of this report is that there is need for a community college with a thirteenth-year program in Lethbridge and the surrounding locality. Inquiry into the economic structure of the city, the population trend in the city and locality, the enrolments in the schools and the existing post-high school educational opportunities in the area, all point to the same conclusion. There is a clientele to be served, a clientele which, if its needs and demand for education and training are met, will make a more significant contribution to the welfare and advancement of the society.

Consideration of the enrolments in the secondary grades of the schools in Lethbridge and immediately surrounding area and of the graduates from Grade 12 in the region indicates that an enrolment in Grade 13 of from 100 to 150 students could be soon achieved. This enrolment would likely rise with the oncoming larger enrolments in the lower grades, with the impending growth in population, and with increased popular understanding and support of the community-college program.

Emphasis is placed on the fact that, though the demand and need for a community college is strong at present, the evidence points to an aggravation of this need in the years immediately ahead. That is, the role of the city of Lethbridge as the commercial and industrial centre of southern Alberta is growing; the trend in population is upward, the school enrolments are on the upswing; and the pattern of continuation in school, the holding power of the schools, is likely to become stronger as the commendable composite program in the secondary schools is popularized, strengthened and expanded.

To the point of the present and growing need for a community college in Lethbridge, two results of the impact of irrigation agriculture

on the development of the city and area are of special significance. The first is the fact that the expansion of irrigation farming in the area will tend to increase the density of population in the area. The density of population in those areas at present partly under irrigation averages 12.7 persons per square mile as compared to 3.5 in the areas under dry farming. The density of population in the irrigated areas, therefore, is triple that of the dry farming areas, and in the more fully developed irrigation areas, the figure reaches between eight and fourteen times§.

§ Carrothers, op. cit., p. 98.

The second result of irrigation has to do with the employment cycle in the area. Since the height of activity in irrigation projects and on irrigation farms occurs during the summer months, demand for labor will tend to fluctuate seasonally. Data obtained from the director of the Lethbridge Employment Office substantiates this statement. The seasonable trend of industrial hirings for the area is indicated when the monthly hirings are expressed as percentages of the total hirings for the year. The figures show that male industrial hirings in the Lethbridge area are highest in July (16.4 per cent) and lowest in February (2.8 per cent). Among the females, hirings are also highest in July (23.3 per cent) and lowest in February (3.1 per cent).

The seasonal cycle in employment in the Lethbridge area has most significant implications for the demand for and development of adult education programs in a community college in Lethbridge. The slack season of employment is the season usually associated with school attendance. It could well become, therefore, the high season of adult education services in the community.

It appears, therefore, that the clientele to be served by a community-college program in Lethbridge is one which will have need for and will present a demand for four kinds of curriculum services in the community college. These would be (1) university-preparatory or university-transfer courses, (2) non-university transfer occupational training and general-cultural offerings, (3) academic, avocational, occupational, and cultural programs for adults in the area, and (4) services to those youth and adults who have not yet identified their most effective role or area of work in life or who have not had a long enough time to prepare for and demonstrate required proficiency in the role identified.

Currently, there is no educational institution readily accessible to the people in the Lethbridge area which is serving these stated needs at the post-high school level. The nearest opportunity of any kind is over a hundred miles away. The composite program now being offered in the Lethbridge Collegiate is rendering a significant service at the high school level. The evidence now points to the need for an extension of such a service upward to include a thirteenth year. *Were a post-high school educational institution which offers only one type*

of training to be installed in Lethbridge or nearby, there would yet remain a strong need in the area for an institution which offered a truly composite program.

It is therefore recommended that there be established in Lethbridge a community-college program which would operate as an upward as well as horizontal extension of the secondary program as now offered in the Collegiate Institute. Further description and considerations pertinent to this recommendation follow.

II

The Community College Movement

In the interest of providing a background against which to relate the recommendations made in this report and to consider the potential manner of development of a community college in Lethbridge, some comments on the purposes, definition and nature of community colleges are in order. In this section, too, the legal status of junior colleges in Alberta will be summarized.

Functions and characteristics of community colleges. Broadly stated the chief function of a community college is to bring more educational opportunity to more people, to democratize opportunity for advanced training and study. It is through this service toward the intellectual, cultural, and technological advancement of an increased number of individuals in the society that such an institution makes its contribution to the welfare of the total society.

In actual operation, therefore, it represents an upward extension of the opportunity for schooling which has been achieved to a large extent and is now being provided at the high school level. And the rise of the community college stems from the same forces which gave rise to the popular high school.

The same social, economic, and cultural pressures which forced through the years the popularization of education at the high school and lower levels are operating now to create a demand for even more extended educational opportunity for the general populace.

It is not possible within the limitations of space in this report to elaborate on the forces which have forced the rise of community colleges. They are generally attributed to include (1) the increasing complexity of life and the impact of social change on personal living conditions in modern times, (2) the rapid advances which have been made in technological understanding and technical enterprises together with frequent and drastic shifts in technology from one line of endeavor to another, for example, the shift from an agrarian to a commercial and industrial economy, (3) the changing population structure together with an ever-increasing mobility in population concentrations, and (4) faith

in and commitment to a democratic society which recognizes the rights of the individual and demands that they participate in his own social direction and that of his social group§.

§ See for example: *Establishing the Goals, Higher Education in American Democracy,* Vol. I op. cit.

Special notice should be taken that all of these forces are very much in evidence in southern Alberta today. Their influence, of course, is very broad and affects much more than the area of particular concern in this survey. The fact remains, nevertheless, that it is these social pressures and not the vagaries of any individual or group that create the need for a community college in Lethbridge. The presence and influence of some of these forces were documented in Section I; the others are more or less obvious to the conscientious, thinking citizen in the present day world.

A good definition of both the characteristics and function of a community college was phrased by the President's Commission as follows:

> "Such a college must fit into the community life as the high school has done.
>
> "Hence the President's Commission suggests the name 'community college' to be applied to the stitution designed to serve chiefly local community educational needs. It may have various forms of organization and may have curricula of various lengths. Its dominant feature is its intimate relation to the life of the community"†

† *Organizing Higher Education,* p. 5, *Higher Education in American Democracy,* VOL. III, op. cit.

The basic educational needs in a given community are made manifest by the needs of the people in that locality and the sort of education which they demand. In general there is in a locality a demand for four different kinds of educational services all of which can be provided by a community college. These are: (1) courses which will transfer to a higher educational institution and count toward an academic degree, (2) offerings which will develop an occupational competency and lead directly to employment, (3) programs of a varied nature which will enable a student to explore different areas to arrive at one which fits his particular aptitudes and interest, and (4) offerings of many types for adults in the locality who wish to study part time.

Needless to say, the same course offered in a community college may well serve more than one of the foregoing objectives. The point is that the different objectives in mind on the part of each student in the course is important and should be taken into account by those who plan, administer, and instruct the courses.

Translated into types of students who attend community colleges with demands for offerings such as have been described, the usual classifications are: (1) the university-preparatory student, (2) the terminal or non-university-preparatory student, (3) the exploratory student, and (4) the adult student.

Consideration of the evidence presented in Section I indicates that there is need for an institution in Lethbridge which provides all of the services provided by a true community college. Put into the form of a slogan, it may be stated that a community-college's services meet the city and area needs. The need for offerings which will transfer to the university, the justification for courses leading directly to vocational placement, and the possible community service through adult education offerings were particularly mentioned in Section I.

The service which can be rendered to the exploratory students must not be minimized. In this era of complex demands of social and civic living and relatively long postponement of vocational choices many young persons need the advantages which they can get in the small classes, personalized instruction, and closer relationships with their instructors which they can get in a community college to help them find and fit into their most satisfying and productive role in life.

Extent of the community-college movement. The community-college movement, from its beginnings in the establishment of the first junior colleges at about the turn of the century, has grown into one of the most phenomenal educational developments in the history of the United States. Prior to 1900 there was not a single institution which could be identified to be a junior college or community college as herein defined. According to the *Junior College Directory*, 1951, published by the American Association of Junior Colleges, 634 such institutions were reported to be operating. Of these 624 are in the United States and its territories, *six are in Canada,* and four in other lands. Of the six in Canada, two are in Saskatchewan, while one institution is located in each of the provinces of Alberta, Ontario, Nova Scotia, and Prince Edward Island. A total of 329 of the 624 institutions were operating under public auspices while 305 are privately controlled.

A total of 562,789 students were reported to be enrolled in the junior colleges listed in the Directory. An insight into the range of services and into the philosophy of operation of these institutions is provided by the fact that there were 285,988 regular-day students reported as compared to 214,407 adult or part-time students with the remainder classified as special students. The fact that the median enrolment of all of the junior colleges listed in the Directory was computed to be 257.1 students is very significant because it shows that junior colleges or community colleges are typically small institutions.

Though most of these institutions still carry the name junior college, many of them, particularly those operating under public auspices are becoming true community colleges with the full scope of

function of such colleges as defined by the President's Commission. In fact, the dominant concern among these institutions with the close identification of their programs to their respective localities is the chief point of similarity among them. On most other matters they represent a wide range of types and characteristics.

Many of them are organized as a part of and operate in close affiliation with the local high school. The results of a study investigating the use of physical plant facilities by junior colleges made under the auspices of the American Association of Junior Colleges in 1948 cast some light on this question of organization. This study found that approximately 60 per cent of the local public junior colleges were operating in association with the local high school years, that is, the thirteenth and fourteenth-year programs were housed in and used facilities jointly with the high school years. Among the smaller junior colleges, those of fewer than 300 regular-day students, the proportion associated with the high school was approximately eight-tenths, and even among the large institutions of one-thousand or more students the proportion was about one-sixth.‡ Later in this report reasons which support the close association of the thirteenth and fourteenth-year programs with that of the high school years will be presented.

‡ Sebastian V. Martorana, "Where and How New Community Colleges Are Likely to be Established," *The School Review*, LIX (January, 1951), 25-31.

The question of standards. From the first days of their development, junior colleges or community colleges have been alertly viewing and evaluating the standards maintained in the programs which they offered. The relative newness of these institutions and the claims of service which they made more or less naturally placed a burden of proof upon them that they were actually accomplishing the claims made. Some mention of the standards maintained as a general group by these institutions is appropriate in this report. Individual schools, of course, may depart considerably from the general standards of achievement to be presented here.

The merit or lack of merit of any educational program rests in the final analysis on the quality of the products of that program. It is a fact that all but a very few of the 634 institutions listed in the *Junior College Directory*, 1951, are accredited by at least one accredited agency or organization. But more than a mere statement of accredited status is usually required to satisfy critical analysts of educational programs.

Numerous studies have been made of the quality of the university-preparatory or university-transfer programs in junior colleges. These usually follow the procedure of comparing the work done in upper-division and graduate study by students who had gone to junior college from high school as compared to those who had gone directly to a four-year college or university. After a comprehensive review of such studies Dr. Jesse P. Bogue makes this statement:

> "Many studies have been made as to the success of junior college students in senior institutions. In general, right across the nation, the success of junior college graduates is no longer open to question."§

§ Jesse P. Bogue, *"The Community College,* p. 73, New York: McGraw-Hill Company, 1950.

Many specific studies could be cited which have shown the acceptability of standards in university-preparatory studies maintained in junior colleges. One reported very recently by Rhodes was concerned with the pre-professional program in engineering carried on by the junior colleges in California. It, too, concluded that the students who transferred from the junior colleges to the University of California were as well prepared to go on to advanced work in engineering as those who had entered the University directly from high school.† This single study is mentioned in particular because it is generally agreed that the program in engineering is the most difficult to establish and maintain effectively in junior colleges.

† H. P. Rhodes, "Successful Transfer in Engineering," *Junior College Journal,* XX (November, 1949), 121-127.

Unfortunately, no similar exhaustive and objective analyses can be reported relative to the standards achieved by junior colleges in the terminal-vocational and adult education programs. On the basis of inferences drawn from the strong local community support of such programs and the wide as well as enthusiastic participation in them, however, it may safely be said that these programs are meeting the highest demands made of them. From personal observation and experience, this writer could name many junior colleges which are strongly recognized by the commercial and industrial businesses in their localities as the training centre for prospective employees of these concerns.

Legal status of junior colleges in Alberta. The section of the School Act of the Province of Alberta which authorizes local school districts to establish and maintain a junior college reads as follows:

> "The Board of every district shall, at its discretion, have power, upon obtaining the consent in writing of the Board of Governors of the University of Alberta and the approval of the Minister of Education, to establish a college, in affiliation with the University of Alberta, in which may be taught work of a university grade not to exceed that commonly accepted for credit for the first two years of an Arts course, and may maintain and administer the college, and be entitled to receive grants under THE SCHOOL GRANTS ACT in respect of the same.‡

‡ School Act, Province of Alberta, Section 128, 1931, c. 32, s. 121.

A point of clarification of the Act was made by Superintendent of Schools A. J. Watson who reported to the writer that at the time of enactment of the Act authorizing local school districts to establish junior colleges, Grade 12 was considered the first year of the University program. At the University of Alberta the baccalaureate degree is still given at the end of the fifteenth year of study, though the twelfth-year work is now taken by the students in the local high schools. The Act must therefore be interpreted to mean that junior colleges or community colleges set up by local school districts have the legal right at present to offer a program which encourages only Grade 13 or the present first residence year program at the University of Alberta.

In accord with the responsibility given to it by the School Act pertaining to junior colleges, the University of Alberta has set forth a statement of policy which appears in its official bulletin as follows:

> "By authority of the General Faculty Council of the University junior colleges may be established under the following conditions:
>
> 1. STAFF
>
> (a) Number of staff. A minimum staff of six teachers giving the major part of their time to junior college work must be maintained.
>
> (b) Qualification of staff. The members of the staff must be university graduates with special training in their particular fields and have at least one year of post-graduate study.
>
> 2. ORGANIZATION
>
> Junior college work may be associated with the work of the high school, but must be dissociated both in organization and in buildings from the work of the primary grades.
>
> 3. EQUIPMENT
>
> Library and laboratory equipment must be reasonably adequate in the subjects taught in the junior college.
>
> 4. EXAMINATIONS
>
> The examinations of the junior college will be the regular university examinations of the first year. The conditions of entrance and of advancement to junior college will be those which obtain in the university.
>
> 5. FINANCIAL SUPPORT
>
> Except in the case of high schools which may obtain junior college affiliation and receive the regular department grant, junior colleges will be affiliated on the basis of private financial support only."§

§ *The University of Alberta Calendar, Forty-third Session,* 1950-51, pp. 374-5. Edmonton: The University of Alberta, 1950.

At the meeting held in Lethbridge June 13, 1951, at which were present members of the staff of the University of Alberta, representatives of the Provincial Department of Education, members of the Lethbridge Board of Education, and school authorities of the Lethbridge area schools, President Andrew Stewart of the University commented on the position of the University. He particularly stressed that the matter of standards with which the University is properly concerned and which is reflected in the foregoing statement of policy is to be applied only to the university-transfer program of a local junior college and not to the terminal-occupational aspects of the program.

From the foregoing quotations and elaborating statements it appears that there is clear legal authority for the local school district of Lethbridge to establish and maintain a community college with the full scope of function which it is desirable for such an institution to perform. Not only is the legal authority clear, but it is evident from the tenor of the Act together with the explanatory statements made at the June 13 meeting that the legislators, the University of Alberta, and the Provincial Department of Education, all are in sympathy with the establishment of a community college in Lethbridge.

III

The Community College Plan Recommended

Moving from the recommendations made at the end of Section I that there be established in Lethbridge a community college, this section proceeds to present a concrete plan to fit the recommendations made.

Factors to be kept in mind. In addition to the arguments of need and demand for a community college, presented in Section I, and the understanding of the full scope of function and status of a community college, presented in Section II, two other considerations must be kept in mind in projecting a community-college plan for the Lethbridge area.

The first of these is the need for over-all and long-range planning. The establishment of a community college in a locality is a very significant step in the development of educational services in any locality. Such a move must take into account all of the ramifications of effect which will follow it. Insofar as possible, the setting up of a community-college program should lead to an enhanced educational service at the other educational levels, particularly the secondary levels of the school system. It should always be remembered that the community college is one unit of several which together seek to bring educational services to a community. The maturational processes of youth and the total educational demands of the community must necessarily be recognized by all units of an educational system in order for them to be fully complementary and effective.

In the discussion of the materials presented in Section I, for example, emphasis was placed on the fact that the school authorities in Lethbridge were facing an impending problem of housing of the junior-high school students. This problem bears on that of the community college and should be recognized in projecting possibilities for developing a community college.

The second consideration which must be remembered is that of facilities, both personal and material, and costs of maintaining a community-college program. This is of great importance and though it was constantly a consideration in the projection of the plan proposed herein, discussion of it as a special problem is postponed until Section IV.

The plan described. It is recommended that a thirteenth-year program be inaugurated in the Lethbridge public school system this program to be housed and otherwise administered in close *association* or *integration* with the other grades in the present Lethbridge Collegiate Institute, that is Grades 10, 11 and 12. Such a development would give the Lethbridge public schools a pattern of organization which would include a six-grade elementary school, a three-year junior high school, and a four-year senior high school and community-cellege unit. This may be considered a 6-3-4 pattern of organization.

The program of offerings of the new thirteenth grade should make make as rapid progress as possible toward a composite array of subject curriculums. Such a program should include courses which transfer to the University, courses aimed at occupational skills, adult education offerings, and general cultural subjects. All should build on and be closely articulated to the composite program now being offered and strengthened in the lower years. In a brief prepared on the prospects of a junior college in Lethbridge, Assistant Superintendent of Schools L. H. Bussard reports the array of university-transfer thirteenth-year courses that could be offered in the local institution as soon as it began operation. Coverage of the courses named is sufficient to meet the thirteenth-year requirements in most of the programs at the University leading to the Bachelor of Science or Bachelor of Arts degrees.†

† L. H. Bussard. "Junior College Brief", pp. 19-20, Unpublished report to Lethbridge School District No. 51.

It is further recommended that the plan of organization of the public schools toward which progress should be made as rapidly as possible and feasible is one having six-grade elementary school, a four-year junior high school including Grades 7-10, and a three-year community-college encompassing Grades 11-13. Such a pattern of organization would be termed a 6-4-3 plan.

The upshot of the two recommendations just presented is that the present Collegiate Institute with the addition of a thirteenth-year program be considered the Lethbridge Community College. In the adoption of the proposal, all publicity and programs of interpretation of

school policy to the public should be forthwith directed toward making this new emphasis clear in meaning and application to the Lethbridge region.

Advantages of integration with lower years. It must be emphasized that to make the development of a community-college and thirteenth-year program in Lethbridge feasible and practicable it should be worked out in close association or integration with at least two of the high school years. A program of only one year in duration and offered for a student body of from 100 to 175 persons if it were housed and administered as a separate educational unit would be educationally and psychologically weak in its organization as well as prohibitively expensive in terms of annual cost of operation per student enrolled.

By the term *association* is meant housing and otherwise administering the post-high school years with the high school years. By the term *integration* is meant work out a completely unified three-year or four-year upper-secondary or community-college unit which not only is administered as a single unit but operates as such in terms of an articulated program of offerings and full, joint use of staff and facilities.

The 6-4-4 plan in a school system encompassing Grades 1-14, or a 6-4-3 plan in a system having only thirteen year, has come to be recognized as the pattern of organization which best lends itself to capitalizing on the advantages of close association or integration of the secondary-school and community-college programs. Such a plan has strongest authoritative support in the United States and in practical operation has borne out this judgment of its merits. As early in the community-college movement as 1938, the Educational Policies Commission of the National Education Association recommended the 6-4-4 plan for general adoption in city school systems which were extending their schools to include post-high school years.‡ The more recent President's Commission on Higher Education also pointed out and supported the advantages which result from close integration of community-college and lower-school years.§

‡ *The Structure and Administration of Education in American Democracy*, pp. 3-5. Washington: Educational Policies Commission of the National Education Association and the American Association of School Administrators, 1938.
§ *Establishing the Goals*, p. 67, *Higher Education in American Democracy*. op. cit.

Most people even in the United States first thinking of the junior college have in mind a two-year unit, staffed, housed, and administered separately from the high school, when, as a matter of fact, the great majority of local public junior-college developments in the country are operating in association or integration with lower years. This was brought out in Section II of this report. At present there are many more associations than integrated units in the United States although the latter are increasing in number.

From a large-scale objective comparison of the different patterns of organization including junior-college years, Leonard V. Koos found the following among the advantages of the 6-4-4 plan:

(a) The four-year junior high school has been found superior to the three-year junior high school, which in turn has an established superiority over these grades when organized in an 8-4 plan. The superiority of the four-year unit results chiefly from its longer span of years which correspond more closely to the ages of youth in the adolescent stage of maturation.

(b) The four-year junior-college, or community-college, unit tends to bring with it a broadened and improved curriculum for both the later high school years and the post-high school years and a much improved articulation of these levels.

(c) The four-year unit, through its continuous program of student guidance, tends to hold larger proportions of students through completion of the full school program and to serve these students better.

(d) Continuity of membership over a longer and unbroken period of years in student organizations makes these organizations more educationally significant.

(e) The fact that most instructors in the four-year units teach at both high school and post-high school levels is the best assurance of intimate vertical articulation of curriculum offerings. Because teachers at the upper level are required to have a more extended preparation, as measured by degrees and years of graduate studies, the fact that they teach at both levels makes it possible for students at the high school level in these organizations to be taught by better-prepared teachers.

(f) Administrative costs and cost of maintenance and operation are significantly lower in integrated units than in those which have the post-high school years organized, housed, and administered separate from the lower years.†

† Leonard V. Koos, *Integrating High School and College: The Six-Four-Four Plan at Work*, pp. 187-192. New York: Harper and Bros., 1946.

Along this line it should also be reported that the recent exhaustive studies of the Hope Commission investigating the educational program in the Province of Ontario and the stages of maturation of youth made the following recommendations:

"34. We therefore recommend
that the educational system be organized in three stages as follows:

(i) **ELEMENTARY EDUCATION**, comprising nursery schools and kindergartens where established together with a six-grade programme ending at age 12;

(ii) **SECONDARY EDUCATION**, comprising a four-grade programme ending at about age 16;

(iii) **FURTHER EDUCATION**, comprising all post-secondary education to be offered in junior colleges and technical institutes, as well as apprenticeship training and part-time education."‡

‡ *Report of the Royal Commission on Education in Ontario,* 1950, pp. 52-53. Toronto: Published by Baptist Johnson, Printer to the King's Most Excellent Majesty, 1950.

From these facts, it appears that the recommendation that steps be taken in Lethbridge toward a 6-4-3 pattern of school organization is soundly in the interest of both the taxpaying public which is to support the program and that of the youth and adults who are to profit by the educational opportunity provided. At the June 13 meeting already referred to in this report, Dr. William Swift, Deputy Minister of Education, stated that the Department of Education had given some attention to the 6-4-3 pattern and was favorably disposed toward its use. Since the local program in Lethbridge can under the present law include only thirteen years of schooling, the 6-4-3 plan must be considered the most feasible to capitalize on the advantages of integration of high school and post-high school grades in this locality. Furthermore, the plan proposed has the added advantage of fitting easily and promptly into the resolution of the problem of housing and junior-high school years, a problem which is now serious and of immediate concern to local school authorities. Still another point in its favor is the possibility it has to twelfth-grade students who in their last term in high school have only a light load of studies to carry. Under the proposed plan these students could fill out their program with courses offered at the Grade 13 level. This is a common practice in junior colleges operating in close association with high school programs.

Relation to junior high school building program. Attention has been called several times in this report to the fact that the provision of adequate buildings for the junior high school program in the city is a vital issue right now and, unless counteracted by a sound building policy, will become more serious as the great enrolments of students in the lower grades move up in the school system. The data presented in Table 4 show the rapidly accelerating increases in enrolment in the elementary grades. According to figures procured from Assistant Superintendent of Schools L. H. Bussard, the anticipated room accommodations required for junior high school students is expected to rise from the nineteen rooms needed in 1951 to thirty rooms needed in 1956. About ten of these rooms will be needed to serve the students who reside on the north side of the city while about twenty rooms will be needed on the south side. The present junior high school is located in the southeast central sector of the city and has nineteen rooms available for use.

In the planning which is now under way to provide a building program for the junior high school, the recommendations made in this report involving the best interests of the total school system should be

considered. The problem of housing now pertinent to the junior high school level will in a few years be one relating to the higher grades.

It is evident that both the present junior high school and the imminent senior high school housing problems can be resolved by judicious planning of the junior high school buildings and the adoption of the 6-4-3 plan. This could be done by projecting now a junior high school building program which would as soon as possible house Grades 7-10 and which would be well located with respect to present and future concentrations of students attending the junior high school. By housing the Grade 10 students in the new junior high school units, wherever they may be located, the impending pressure on the Collegiate building can be forestalled without sacrifice of the thirteenth year program which is now a definite need in the community.

Thus, only one building program will bring about a better balance of room accommodations to student enrolments at all levels at the same providing for a more effective, expanded, and enriched program in the school system.

IV

The Question of Staff, Facilities and Costs

The actual implementing of any educational plan very often depends as much on the presence of the needed material and personal resources in the locality as it does on the actual need and objective justification of the program. The facts supporting the need for a community college in Lethbridge have been presented. A plan to make such a program possible has been outlined. It remains to show that the material and personal resources necessary to establish and maintain the program are present or can be procured.

Physical facilities and equipment. During the course of making this survey the writer had ample opportunity to review thoroughly several times the physical plant and facilities in the present senior high school, the Lethbridge Collegiate Institute. The observation is ventured that without any major changes at the present time the Collegiate building can satisfactorily house a thirteenth-year program of the enrolment of 100 to 150 students projected in this report.

An idea of the facilities available in the Collegiate building, which now houses approximately 450 students in Grade 10-12, is seen from listing the facilities in the building. It includes: fourteen classrooms in addition to two lecture rooms that are in connection with the physics and biology laboratories; a chemistry laboratory and stock room; a commercial machines and typing laboratory; three home economics laboratories; six shops, each with an adjoining lecture or theory room not included in the foregoing listing; a music room; a visual aids room;

a library and study room; a double-sized gymnasium; and an administrative suite. Three of the shops are equipped for woodworking, one for electrical work, and another for automotive mechanics. The sixth equipped for metal working is to be opened next year.

Mr. Kyle, Principal of the Collegiate Institute, in conversations with this writer relative to facilities in the building and extent of present use reported that as many as one hundred more students than presently enrolled could be accommodated without basic changes to the building. Should the actual enrolment of the Grade 13 program exceed that projected in this report, it should be reported that the Board of Education is prepared to move some temporary buildings to the Collegiate campus from their present location on the site of the Fleetwood Elementary School. These structures were also closely examined on two different visits by the writer and are believed to be quite adequate for use as lecture rooms in a community-college program. In fact, some very excellent community-college programs are now being conducted in similar temporary buildings in institutions located in Washington and other states.

Major additions in order to offer a Grade 13 program will have to be made in the library of the Collegiate Institute and in the equipment used in the laboratories. Acquisitions of additional books and periodicals will be needed to provide reading resource materials for the added course offerings. In the scientific laboratories such equipment will be needed as more accurate balances and microscopes and a broader stock of experimental equipment in each division of the physical and natural sciences.

Such necessity for added library resources and laboratory equipment is to be expected in an upward extension of a school program. However it is to be expected also that progress can be made toward desired standards in these respects in a gradual manner though one which progresses as rapidly as possible. To demand that highest standards must be reached at the outset of inaugurating an extended school program would be unfair, unrealistic, and prohibitive of progress.

To provide some insight into usual standards in the matter of library resources and laboratory equipment in a community college the following are quoted:

"XVI THE Library —

"BOOKS:

"For the small junior college there should be a collection of books, adequately catalogued, carefully selected with reference to the subjects taught, and professionally administered, of not fewer than 4,000 volumes, exclusive of public documents and bound periodicals. Attention will be given to the provisions of adequate reference material and to the recency, suitability, and availability of the total collection.

"PERIODICALS:
"The library should subscribe for a sufficient number and variety of periodicals to meet the instructional needs of the various curricula of the college and the cultural needs of the students. Emphasis will be placed on the scope, quality and usefulness of the periodical holdings

"ANNUAL APPROPRIATION:
"There shall be an annual expenditure of at least $3.00 per student for books, periodicals, and binding; provided that the minimum expenditure for these items is not less than $500.00 per year."§

§ Commission on Higher Schools, *Criteria for the Evaluation of Junior Colleges*, 1946, p. 10. Salt Lake City, Utah: Northwest Association of Secondary and Higher Schools, 1946.

"MATERIALS AND EQUIPMENT:
"Materials and equipment should be of such quality and in sufficient quantity to assure instructors and students good working conditions on this score in the classrooms, shops, laboratories, and studios to meet the needs of instruction and training in the areas of learning undertaken."†

† Ibid., p. 10.

Steps should be taken soon, therefore, to augment the library resources now in the Collegiate Institute. At the same time that these moves are being made every effort should be extended toward building co-operative relationships with other library service agencies in the area. The fine facilities of the local municipal library, for example, if made readily available to community-college students would be a positive aid to the institution. The extension library services of the University of Alberta and the Provincial Department of Education might also be helpful to the local program.

Instructional and Administrative Staff. The two conditions pertaining to staff which have been established by the University of Alberta as prerequisite to the recognition of a junior college have already been quoted in this report. They are (a) that a minimum staff of six teachers giving major part of their time to the junior college must be maintained and (b) that members of the staff must be university graduates with special training in their particular fields and have at least one year of post-graduate study. It appears that these two standards can be met and will be met more or less automatically as steps are taken toward the establishment of a community-college program in Lethbridge.

In the first place, the enrolment of 100 to 150 students in Grade 13, as has been projected in this report, will demand that the staff of the Collegiate Institute be expanded by some six or seven instructors.

This conclusion follows from the fact that present instructors in the Lethbridge Collegiate Institute are working at maximum loads and a ratio of about one new instructor will be needed for every twenty new students. According to figures reported in the *Junior College Directory,* 1951, the average ratio of full-time students to full-time faculty members in the nine junior colleges in Washington during the school year 19449-50 was approximately twenty students to one instructor. This is somewhat better than the standard set up in this regard by the Northwest Association of Schools and Colleges. The standard is stated as follows:

> "XI FACULTY
>
> "A. Minimum Number:
>
> "Special consideration shall be given to the faculty-student ratio. Their ratio should as a rule, not exceed 25 students to 1 instructor, reduced to a full-time teaching basis."‡

‡ Ibid., p. 7.

A related consideration to the issue of the number of teachers needed in the projected Grade 13, as the matter of teaching load. On this point the statement of the Northwest Association is:

> "C. Teaching Load:
>
> "The teaching schedule should be arranged so that the total load per week of each instructor shall vary according to the subject taught, but ordinarily this load should exceed neither four hundred and eight student-credit hours, nor sixteen credit hours, or their equivalent, which is interpreted to mean two hours of laboratory or shop as equal to one credit hour. It is recommended that attention be given to the load for the entire school year rather than for any one quarter.
>
> "No satisfactory standard can be set for the Type II Junior College (one integrated with high school years). The proportion of time spent in the upper and lower classes must be considered, with the teaching hours in the higher classes weighted more heavily than those in lower in determining the teaching load. The amount of time spent in extra-curriculur activities, class sizes, number of teacher-student contacts, and the number of different preparations should all be considered by the examining committee."†

† Ibid., pp. 7-8.

On the basis of the more desirable ratio of twenty students to one full-time instructor, the projected enrolment of 100 to 150 students in the Grade 13 program would demand an addition of six or seven instructors.

In the second place, the requirement of the University of Alberta that junior-college faculty members be university graduates and have at least one year of post-graduate study should also be achieved easily in the course of acquiring the additional staff needed for the added program. The standard as set up by the University of Alberta is the common extent of preparation accepted as necessary for competent junior-college instruction. On this matter the Northwest Association of Schools and Colleges phrases its statement of desired standards as follows:

> "B. Minimum Preparation:
>
> "A Master's degree or one year of graduate work in the teaching field shall be the minimum preparation for instruction in academic subjects. . . . A well prepared instructor will also have taken pertinent courses in education."§

§ Ibid., p. 7.

In the matter of acquisition of the services of well-qualified instructors the advantages inherent in the establishment of a community-college program as an integral part of the Lethbridge Public Schools are clear. First of all, the salary schedule in operation in the system is sufficiently high to attract the kind of instructors desired. According to the salary schedule adopted September 1, 1951, an instructor who would be hired to work at the upper secondary grades, who had no experience at all, and who had five years of training would begin at a base salary of $3100 per academic year. This base salary would be increased by a cost-of-living allowance which is adjusted according to the cost-of-living index. For the present year the allowance is $250 per year for a person with no dependents and $500 per year for an individual with dependents.

This salary schedule compares favorably with the level of wages being paid college instructors elsewhere, especially when it is remembered that most of the persons hired would have some previous experience which would bring some added increment to their basic starting salary. A study completed by the research office of the American Association of Junior Colleges in 1948 found that the median salary paid in 1947-48 in local public junior colleges located throughout the United States was $3,603.‡ A later study made by the American Association of University Professors found that the average salary paid to instructors in six State Universities in 1949-50 was $3,568 per academic year.†

‡ Sebastian V. Martorana and Leonard V. Koos, "Junior-College Salaries in 1947-48," *Junior College Journal*, XIX (December, 1948), 185-194.

† "Instructional Salaries in 41 Selected Colleges and Universities for the Academic Year, 1949-50, "*American Association of University Professors' Bulletin*, Vol. XXXV (Winter, 1949), 742.

Integration of the thirteenth-year program with that of the lower years to form an integral community-college unit would make possible the use of qualified personnel now employed in the Collegiate Institute as instructors in the new program. A number of instructors already working in the secondary schools of the Lethbridge Public School System have five years of academic training or a Master's degree. Others are at the verge of reaching this extent of study. Two persons in the system have the Ph.D. degree. Assignment of some or all of these qualified persons to teaching duties in Grade 13 as part of their teaching load, and the assignment of new instructors added to the system to meet the demands of a thirteenth-year program to some teaching duties at the lower grades, would make for a high order of integration of the existing and the new programs.

Such a policy would contribute to the professional unity and co-operative effort, for all would feel that the community college was a single educational unit with the single objective of educational service to the locality. Regardless of what level or department a particular individual functioned, therefore, his efforts could be clearly related to both the idealistic and functional operation of the unit.

A policy of hiring and assignment of personnel as has been herein described would lead also to upgrading of the level of instruction of Grades 10 through 12 in the Collegiate Institute. This upgrading would result from the fact that though new personnel will be hired at least in part because of their qualifications to teach at the thirteenth-year level, they will be considered as faculty of an integrated educational unit and, therefore, eligible for assignment of some classes to teach at the lower levels.

Since Grade 13 is to be considered a part of the total community-college program of the present Lethbridge Collegiate Institute, there will be no need for the acquisition of an additional administrative staff in the system. It is certain, however, that the added responsibilities of administering the schedules and activities of an additional 100 to 150 students will necessitate the expansion of the administrative staff of the present Collegiate Institute. Persons on the present administrative staff are working at maximum loads just as are the instructional personnel.

Two functionaries which are believed necessary additions to the administrative staff are a registrar and a director of personnel. The former would be in charge of the program of admission of students to the various phases of the community college and of the keeping of records on their experiences and work while at the institution. The latter would be responsible for the administration of the advisory program to assist the students to make best use of curriculum offerings. He would also direct the in-service faculty-study groups which need to be formed to work through the projection of additional courses of study involving relations with lay people in the locality and staff members of the University of Alberta, the Department of Education,

and similar developments which the adoption of a thirteenth-year and a community-college function will bring to the Collegiate Institute.

These two functionaries are almost always found on the administrative staff of a community college as administrative officials, assistant to the chief administrative head of the school. The chief administrative head has so many important and so ramified duties to perform that these two more or less specialized areas are delegated to special functionaries. In an institution of from around 650 to 700 students, the size which the present Collegiate Institute would reach with the addition of Grade 13, the services of these additional administrative functionaries would be particularly necessary. Common practice, however, is to require that these persons devote some time to classroom instruction, usually not more than a half of their full time load, and some consideration should be given to this possibility in the local situation in Lethbridge.

Projecting the costs. Some indication of the costs which will be entailed by the school district to maintain a community-college program can be gained from calculations and estimates of junior-college costs elsewhere. The figure reported for costs in junior colleges in high school districts in California as determined by a comprehensive survey of higher education in that state a few years ago was approximately $250 per student per year.§ While salaries of teachers may have risen in the meantime, it is not likely that the increment has been sufficiently large to push the cost per student beyond $300 per student per year. The California figure is cited because that state is generally acknowledged to have the most effective development of junior colleges in the United States. In another statewide survey for a legislative commission in Pennsylvania, the figure on which costs were projected was $300 per student per year.‡ Other studies of costs have arrived at approximately the same amount. These cost figures include expenses for administration, instruction, library and auxiliary services, and operation and maintenance, but do not include expenditures for capital outlay.

§ *A Report of a Survey of the Needs of California in Higher Education,* p. 120. Sacramento: Liaison Committee of the Regents of the University of California and the State Department of Education, March 1, 1948.

‡ Leonard V. Koos and S. V. Martorana, "A Community-College Plan for Pennsylvania," op. cit., p. 67.

Evidence to support the use of a round figure of $300 per student per year in projecting the costs of a thirteenth-year program in Lethbridge is found in the actual costs of the program in the present Collegiate Institute. Superintendent of Schools A. J. Watson from financial records in his office computed the cost per student per year for this unit for the year 1949-50 to be $249 including debenture payments for capital outlay. For all costs exclusive of capital outlay debenture payments the cost was $210 per student per year. It would appear, therefore, that a figure of $300 is sound and one which takes into

account the fact that the thirteenth-year program would be somewhat more expensive than the present program at the lower years. The added expense would result from the higher salaries which teachers qualified for the new program would command and to expenditures for instructional equipment essential to a satisfactory thirteenth-year program.

On the basis of $300 per student per year and the projected enrolment of 100 to 150 students it would cost approximately $30,000 to $45,000 per year to offer a thirteenth-year program in Lethbridge. From about $21,600 to $25,200 of this would be needed to meet the salaries of the six or seven additions to the staff which would be necessary. This is based on the assumption of an average salary of $3,600 per year, which, as has been shown previously in this report, is representative. The remaining amount of from about $8,400 to $19,800 would be needed for essential non-teaching costs.

Meeting the costs. The three principal sources of revenue to meet the costs of a thirteenth-year program will be (1) departmental grants to local school districts for operation and maintenance of public school, (2) millage levies against the assessed valuation of the district, and (3) tuition charges to students.

According to the School Act, Section 138, 1931, which has already been quoted, a school district is authorized to receive provincial grants for a junior-college program which is established and operated under the stipulations of the Act. At the meeting of interested educators held on June 13, Dr. Swift, Deputy Minister of Education, reported that the grants for the current year were to the amount of $825 per teacher, $750 per year basic grant augmented by a 10 per cent bonus. It may be expected, therefore, that approximately $4,950 to $5,775 would come to the district from this source. A balance of from about $25,050 to $39,225, then, would remain to be raised from other sources.

Before discussing other sources of revenue for community-college purposes, however, it might be interjected here that in most states in the United States which have programs of state-aid for junior colleges or community colleges, the common practice is to take into account the greater costs of operation of the program at the higher level. That is, a larger grant is given for junior-college purposes than for high school purposes. In the state of Washington, for example, aid is given to districts for the high school program on a basis of one and two-fifths times the basic aid unit, whereas aid is given for the junior-college program on the basis of two times the basic aid unit. It may be expected that the Provincial Department of Education will give some study to the matter of departmental grants to local districts maintaining a thirteenth-year program to arrive at an equitable program of support for such services.

The Lethbridge City Council was reported in the April 24, 1951, *Lethbridge Herald* to have filed the 1951 report on public school assessment figures at $18,120,125. An assessment of 1.5 mills would raise

more than the needed $25,050 based on the lower enrolment figure projected and levy of 2 mills would very nearly raised the needed $39,225 based on the higher enrolment. Such an arrangement would make the new program entirely free as well as geographically close and accessible to prospective students. It is an arrangement which is highly recommended. It is certainly a low charge for such a community investment as has been proposed.

If, however, it would prove infeasible to provide tuition-free educational service to the people in the area, the guiding principle used in setting tuition charges should be to keep such costs to as low a figure as possible. Otherwise the advantages which accrue to the individual and to the locality due to the presence of a local community-college may fail to materialize to the fullest extent because of the selective features of a high tuition charge.

Certainly the local district should meet some of the costs of operation and maintenance of the community college. Student fees and provincial grants should not be considered the sole source of revenue. In California and New York, the cost of approximately a half and a third, respectively, of the current operating expenditures of local public junior colleges are met by the local districts.

If it be assumed that it would prove impractical to demand more than a 1 mill levy on local assessed evaluation, the amounts to be raised by charges can be projected. It has been shown that $25,050 would be needed in addition to the provincial grants to provide a thirteenth-year program for 100 students. If about $18,120 of this were to be raised from a 1 mill levy, there would remain $6,930 to be gathered. This would represent a tuition charge of about $70 per student per year. In the event that the larger enrolment of 150 students were to be reached, $39,225 would be needed byond the provincial grants. The levy of one mill would raise all but about $21,105 of the needed amount. In this case a tuition charge of about $140 per student per year would be necessary to meet the costs.

As proposed herein, the community college, though located in Lethbridge, would really be serving a broader area than that in the local school district alone. Since this is so, some consideration might be given to a plan of reimbursements to the district supporting the community college for its services to the outlying areas. This may be done through some formula of equalization grants administered by the Provincial Department as is done in some states or by charging tuition of out-of-district students as is done in others. Plans such as these are in common use for reimbursement of districts maintaining high schools for service rendered to out-of-district students. Washington, as an illustration, uses the first plan; Illinois uses the second.

Return to the community. In a discussion of the costs of a community college to a community it is only fair to point out, at least in a cursory fashion, that there is a material or financial return to the

locality maintaining a community college as well as a return in terms of educational and cultural values. It must be remembered that nearly all of the budget of from $30,000 to $45,000 per year for operation of the community college will be expended in the local area. In addition the usual consumer expenditures of the student body, money spent for room, board, and other personal needs, will be made within the local area rather than at some distant locality as would be the case if these students were to go away to school. Finally, it is known that a community college in its operation attracts people to the locality for business as well as personal reasons, another factor which would contribute to material return to the community.

V

Some Suggestions for the Implementation of the Plan

Inasmuch as a community college is a democratic institution seeking to render complete educational service to the populace in the locality it is natural that many persons and agencies in the community and area must co-operate in establishing such an institution. The final effort to be made in this report is to emphasize the desirability and need for such co-operative action in the creation of a community college, to mention some of the agencies which should participate in the development, and to suggest some ways in which these groups can co-operate.

Naturally the primary role of leadership in the inauguration of a community college as a part of the public school system in Lethbridge falls upon the Board of Education and the administrative officials in the school system. Since the community college will serve a broad general area, they should work with the civic, municipal, and educational authorities in the several towns and cities which will be in the service area of the institution. Theirs is the task of working out the actual details of installing, maintaining, and operating the program. Theirs, too, is the responsibility of keeping the general public informed and involved in the development of the movement. A large scale study has identified a continuous and effective program of public relations or community interpretation of the new program as a basic essential to making a community college truly effective in its service to its locality.†

† S. V. Martorana, "Public Relations Aspects of 6-4-4 Reorganization of City School Systems," p. 354. Unpublished Ph.D. dissertation, Department of Education, The University of Chicago, 1948.

In addition to the Board of Education and school administrative officers, the University of Alberta, the Provincial Department of Education, and the community at large will necessarily have a part in the development of the community college.

Close co-operation with the University of Alberta. The University of Alberta should be called upon to assist in the development of a community-college program in Lethbridge for two important reasons. First, it has the legal responsibility to consider the nature and quality of all post-high school study leading to university study in the Province. Second, it represents a centre at which are located many learned individuals who, in their personal experience and study, represent real resources which may be drawn on in developing the community college. Particularly is this so with regard to the university-transfer aspect of the curriculum.

It is therefore recommended that there be established committees of instructors in the present Collegiate Institute and administrative officers of the local school system to work with appropriate persons on the staff of the University of Alberta in the development of the university-transfer aspect of the curriculum to be offered in the Lethbridge Community College. Such committees might well be organized according to broad subject matter lines for example social sciences, physical and natural sciences, biological sciences, and humanities.

Close co-operation with the Provincial Department of Education. The Department has legal responsibility for the general supervision of the common schools in the Province of Alberta. It must develop curriculums, receive reports on the overall operation and quality of the school programs, and authorize and administer financial grants to local districts to assist them in offering educational services of desired quality. A community-college program including Grade 13 would fall within the responsibility for the general administration of public schools delegated to the Department. Obviously, therefore, this Department should play a vital role in the over-all planning of the community-college program.

Committees of school personnel from the city of Lethbridge should be organized to work with members of the staff of the Provincial Department in the development of community-college curriculums. In the case of the university-transfer programs it would seem logical that these committees be the same as will work with the staff members of the University of Alberta.

In the case of the non-university-transfer offerings, however, it would seem most essential that the Provincial Department work closely with the local school personnel and with members of the lay public who are most aware of the specific educational needs of the local area. It is largely in these non-university-transfer courses that the distinctive character of the community college will emerge, and it is important that these programs should develop from the local area situation, not from simple extensions of the high school general cultural courses. In this regard, the Department should keep in mind the basic nature of a community college in its commitment to service to the local area. Courses of study and curriculums which would be useful in the locality

should be developed co-operatively by all interested personnel and approved by proper authority despite the fact that no other school system may be offering the same courses or curriculums.

Close co-operation with the lay public. In the last anaylsis, it is the lay citizen as opposed to the professional educators in the Lethbridge region, that is not only the city but the entire service area, who should be most interested, and therefore, considerably involved in the development of a community college. The institution will seek to serve their needs and wishes. It will represent their investment and will reflect their expectations. The Lethbridge Community College to be a true community college must be the property of the local public both in terms of its material facilities and with respect to its program of offerings.

That this is the feeling already generated in the locality is evident from the action of the City Council of Lethbridge which on May 28 1951, passed a resolution endorsing the principle of the establishment of a junior-college program in Lethbridge.

It is recommended that as soon as the Board of Education and the Superintendent of Schools deem it practicable a Citizens Advisory Committee or Council be organized to work with local school personnel in the development of the community college. Such a committee has been found to be a valuable public relations agency as a liaison body between the community college and the general public. The personnel on the committee or council are chosen because of their close understanding of the community and their positions of leadership in it. In most instances of community colleges in cities about the size of Lethbridge such a council would include from twenty to twenty-five persons. Membership on such a council should include persons representing the region outlying the city and also representing various organizations and culture groups in the area.

A Citizens Advisory Committee proves to be most helpful not only as a liaison agency for interpretation of schools to community and community to schools but would be a useful resource agency to work with committees of school personnel in the development of offerings in the institution. The lay persons on the advisory council are very much aware of the kinds of specialized training needed by workers in the area. They are cognizant, too, of the leisure time and cultural interests of adults. As a result they possess the information needed to develop the full scope of offerings in a community college, non-university-transfer programs and adult education offerings as well as the basic academic courses.

As a suggestion toward concrete activities in which school personnel and lay people in the Lethbridge area can participate, attention might be given to a preliminary survey of the high school students in the area who would take advantage of a community-college program in Lethbridge. The responses of these youth to questions concerning

their probable attendance to a community college which offered technical, semi-professional, trade, and cultural courses, as well as the usual academic programs in Lethbridge would be most informative and useful in projecting the program.

Summary of recommendations. By way of a brief recapitulation of recommendations made in this report, it may be stated that the major recommendations made are (1) that a thirteenth-year program be instituted as a part of the public school program in Lethbridge, the new program to be a composite one embodying a full scope of offerings to both youth and adults in the community. (2) This program should be developed, organized, and administered as an integral part of the present Collegiate Institute, and the new educational institution which will result from such a development should become a community college for the city and area of Lethbridge. (3) The pattern of organization of the schools into a 6-3-4 scheme which will result by the addition of thirteenth year to the present Collegiate Institute should be considered transitional toward the more desirable 6-4-3 plan. (4) That in the process of study and analysis preceding the actual beginning of operation of the community college close co-operation be maintained with the University of Alberta, the Provincial Department of Education, and lay people and agencies as well as school personnel in the region. This program of close co-operation and free exchange of information and ideas should persist and be strengthened as the community college grows in service to the locality through the years.